

Policies and their impacts in the mining area of North Konawe Regency

Milyan, Andi Kasmawati, Rifdan, Risma Niswaty

Email: ¹milyan@student.unm.ac.id, ²andi.kasmawati@unm.ac.id,
³rifdan@unm.ac.id, ⁴risma.niswaty@unm.ac.id

ABSTRACT

This study aims to examine and analyze policies and their impacts in the mining area of North Konawe Regency, as well as examine the implications of mining policies and provide solutions for communities in the mining area of North Konawe Regency. This is a qualitative study using a phenomenological approach. Data was collected through interviews, observations, and documentation, then analyzed using triangulation methods and reduced until the data obtained was saturated and valid. The results of this study indicate that: (a) policy implementation, namely communication, resources, information and authority, disposition and bureaucratic structure, has been carried out by policy implementing agents. The communication process is carried out in a tripartite manner, and government authority is no longer in the regions since the enactment of Law No. 3 of 2020 concerning mining, so that local governments only supervise and control the media when conflicts occur. (b) the impact of government policies on the socio-economic conditions of the community has not had a significant impact. The existence of mining has not provided sufficient space to promote community welfare at a macro level, with challenges including ineffective implementation in the field, social conflict, and the impact of environmental damage.

Keywords: Policies, mining and their impacts

BACKGROUND

Mining activities are basically a process of transferring natural resources into real economic capital for the country and then into social capital. The resulting capital is expected to be able to increase the value of the quality of the nation's people to face their future independently. In the transfer process, it is necessary to pay attention to the interaction between social, economic and environmental factors so that the impacts that occur can be recognized as early as possible (Soelistijo, 2005).

The presence of mining is considered sufficient to "prosper" the community, so mining is the choice of local government policy to be carried out to achieve this goal. In reality, the prosperity in question is only enjoyed by a handful of people or entrepreneurs and officials, while most people continue to live in poverty. In other words, the policy only favors financiers or investors, not in real or concrete terms to the community.

The contribution of mining entrepreneurs to national development through state revenue is enormous, but their contribution to regional development and the communities surrounding mining activities, whether through community development programs or other development programs, does not guarantee socio-economic welfare (Saleng, 2004). Mining companies located in relatively remote areas or newly opened areas tend to have migrant communities that are more advanced and prosperous and possess a high level of competitiveness compared to the local indigenous communities.

North Konawe Regency is an area with a fairly large Mining Business License (IUP) area, where 50 mining companies have Mining Business Licenses in North Konawe Regency. The presence of these mining companies is expected to contribute to the economy of the community, especially in several

subdistricts that are the center of Mining Business Permits (IUP) in North Konawe Regency. This contribution takes the form of community involvement as labor in mining businesses and various business opportunities that are wide open as a result of the presence of these mines. In addition to its impact on the community's economy, mining also has social implications for the community, such as social interactions due to the arrival of newcomers and improved social welfare as a result of increased.

Berdasarkan analisis data BPS Konawe Utara (tahun 2024) diperoleh informasi tingkat kesejahteraan masyarakat lingkaran tambang di Kabupaten Konawe Utara sebagai berikut pada gambar 1.1

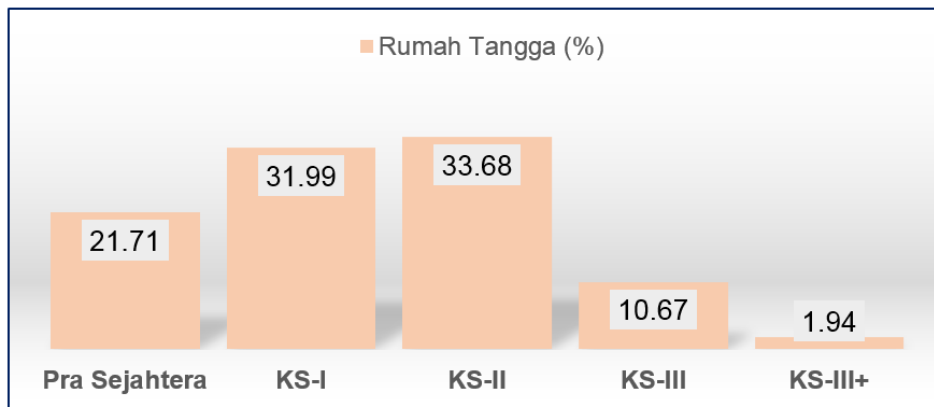


Figure 1.1. Level of Welfare of Communities Living in Mining Areas in North Konawe Regency
 Source: BPS 2024 data, processed

The data in Figure 1.1 shows that out of 15,690 households (RT), there are 3,407 RT or 21.71% that fall into the Pre-Prosperous category. Then, there are 5,020 households or 31.99% that fall into the Prosperous Family I cluster/category; 5,284 households or 33.68% that fall into the Prosperous Family II cluster/category; Prosperous Family III category comprised 1,674 households or 10.67%; and Prosperous Family III+ category comprised 305 households or 1.94%.

The data shows that 21.71% of households around the mine are unable or have difficulty meeting their basic needs. The highest number of households in the Pre-Prosperous category is in Oheo District with 140 households, followed by Molawe with 398 households, including Asera District with 380 households, and Lasolo Kepulauan District with 349 households. The smallest number of households in the Pre-Prosperous category is in Sawa District with 160 households.

Based on this background, it is necessary to conduct a research study with the following problem identification: mining policy and the implications of government policy on improving the socioeconomic growth of the community in North Konawe Regency.

PROBLEM FORMULATION

This research is the first step in developing the socioeconomic growth of communities in the mining areas of North Konawe Regency. Based on this background, the problem formulation in this study is as follows: How does the implementation of mining policy improve the socioeconomic growth of communities in the mining areas of North Konawe Regency?

LITERATURE REVIEW

We often hear the term public policy in our daily lives. Basically, there are many limitations or definitions of what public policy means. One definition given by Robert Eyestone in Budi Winarno (2007: 15) defines public policy as “the relationship between government units and their environment.” Many people believe that this definition is too broad to be understood, because public policy can cover many things.

Thomas R Dye, as quoted by Islamy (2009:19), defines public policy as “whatever government chooses to do or not to do.” This definition emphasizes that public policy is about the realization of “actions” and is not merely a statement of the wishes of the government or public officials. In addition, the government's choice not to do something is also public policy because it has the same influence (impact) as the government's choice to do something.

There are several experts who define public policy as actions taken by the government in response to a crisis or public issue. Parker, as edited by Abdul Wahab (2011: 46), provides a definition that public policy is a specific goal or series of actions taken by the government during a certain period in relation to a subject or response to a crisis. Similarly, Chandler and Plano, as quoted by Tangkilisan (2003: 1), state that public policy is the strategic use of available resources to solve public or government problems.

Furthermore, it is said that public policy is a form of continuous intervention by the government for the benefit of disadvantaged groups in society so that they can live and participate in development more broadly. A similar view is expressed by Woll (Tangkilisan 2003:2), who states that public policy is a number of government activities to solve problems in society, either directly or through various institutions that influence people's lives.

According to James E Anderson, as edited by Budi Winarno (2008: 20-21), public policy is defined as policies developed by government agencies and officials, where the implications of these policies are: 1) public policy always has a specific objective or contains actions oriented towards that objective; 2) public policy contains government actions; 3) public policy is what the government actually does, not what it intends to do; 4) public policy can be positive in the sense that it is government action on a particular issue, or negative in the sense that it is a government decision not to do something; 5) government policy, at least in a positive sense, is based on binding and enforceable legislation.

Based on the opinions of various experts, it can be concluded that public policy is a series of “actions” (real/not an intention) taken or not taken by the government that are oriented towards specific objectives in order to solve public problems or for the sake of the public interest. Policies to do something are usually stipulated in provisions or laws and regulations made by the government so that they are binding and enforceable.

George C. Edwards III implements policy as a dynamic process, in which there are many factors that interact and influence the implementation of the policy in question. These factors need to be identified in order to understand how they affect implementation.

To answer this question, Edwards begins by asking: what preconditions are necessary for a policy implementation to be successful? To that end, Edwards proposes four factors that play an important role in the success of implementation. The factors that influence the success or failure of

policy implementation are communication, resources, disposition, and bureaucratic structure (Edward in Widodo, 2011:96-110).

RESEARCH METHOD

This qualitative research uses a phenomenological approach. Phenomenological research is qualitative research that looks at and listens to individual explanations and understandings of experiences in greater detail. Phenomenological research aims to interpret and explain the experiences of individuals in their lives, including experiences when interacting with other people and their surroundings. In the context of qualitative research, the presence of a phenomenon can be interpreted as something that exists and emerges in the researcher's consciousness by using certain methods and explanations of how a process becomes clear and real. (Eko Sugianto, 2015:13).

A qualitative approach is considered the most appropriate and can answer the research questions. This qualitative research method, using phenomenology, seeks to understand mining policies in improving the socioeconomic growth of communities in the mining areas of North Konawe Regency. The phenomenological approach can also help to describe in depth and in more detail the phenomena experienced by key informants so that the issues under study will find results and solutions.

Informants in this study are individuals who have information about the research object. Therefore, in this study, informants were determined using a purposive technique, namely selected based on specific considerations and objectives, who truly understand and master the research object. There were eight informants in this study, consisting of: the Chair of the North Konawe Regency DPRD, the two Vice Chairs of the North Konawe Regency DPRD, the Head of the Environment Agency, the Head of the Innovation and Regional Research Division of Bapperida Konut, the Head of Industrial Relations/Complaints of Nakertrans, the Head of Information Research of PTSP, and the Head of Molawe Subdistrict.

The data collection techniques used in this study were interviews, field observations, and documentation. Data analysis techniques are the process of simplifying data into a form that is easier to read and implement. The analysis technique used in this study was qualitative descriptive analysis. Data analysis was carried out with the aim of making the information collected clear and explicit. In accordance with the research, the data analysis technique used to analyze the data in this study is interactive qualitative analysis.

As proposed by Miles and Huberman, it consists of four main things, namely (Miles, Huberman and Saldana, 2014), namely Data Collection, Data Condensation, Data Display, and Conclusion Drawing/Verification.

RESEARCH RESULTS AND DISCUSSION

Communication;

Regarding communication through information transformation, which requires that public policies be conveyed not only to policy implementers but also to policy target groups and other parties with direct or indirect interests, interviews with informants revealed that this process has been carried out and developed by stakeholders, particularly the government in mining areas, in this case the sub-district authorities.

Communication is a means of ensuring that policy implementers understand what they should do. Every policy to be implemented can be conveyed to the right people through communication that must be clear, precise, and consistent. Clear, precise, and consistent communication is expected to be effective in conveying information that can be clearly understood by implementers, target groups, and other interested parties, especially in relation to the intent, objectives, and targets of the public policy to be implemented.

The form of communication used by the Nakertrans Office in resolving issues between workers and employers is tripartite, which is a system or concept involving three parties. In the context of industrial relations, tripartite refers to cooperation between three main elements: employers, workers, and the government, whose main objective is to create communication, consultation, and deliberation in resolving labor issues, as well as formulating policies related to industrial relations.

In relation to this, an interview with one of the key informants revealed that the communication process established by the government with IUP (mining business permit) holders, in this case the company, particularly in the mining area, has often been carried out and has been running well so far. This is possible because the conditions are difficult to reach, making communication easy. However, there are several subdistricts with difficult-to-reach infrastructure, such as Langgikima Subdistrict, which requires time to communicate due to limited time and extreme regional conditions, namely infrastructure that takes a long time to reach, so that the form of communication established is not as good as in other subdistricts.

This communication is carried out with the intention that the information reception process can be well received, easily understood, and clear so that what needs to be done by both parties can be mutually understood and carried out in accordance with applicable regulations. The forms of communication carried out include meetings, workshops, training, and socialization. In addition, there is the appointment of a Person in Charge (PIC) not only for communication but also for supervision.

Based on the interview, communication as an integral part of public policy is something that must be urgently carried out by the government through program socialization, which is also a form of direct communication that will in turn be very beneficial and helpful to the community in understanding and supporting the company's presence. On this basis, the government needs to continuously communicate with the company, especially the community in the mining area located in North Konawe Regency. Contextually, the communication carried out is top-down and open in nature, so that by directly involving community elements in communication, it can meet the criteria for policy implementation in the form of information delivery between government agencies, companies (private sector), and the community.

Resources;

Resource factors play an important role in policy implementation. George C. Edwards III in Widodo (2010:98) states that: no matter how clear and consistent the provisions and regulations are, and no matter how accurately these provisions or regulations are communicated, if the policy implementers responsible for implementing the policy lack the resources to implement the policy effectively, then the implementation of the policy will not be effective.

An interview with the head of the Regional Representative Council (Mr. Herman) revealed that: mining permits are no longer issued in the region. However, there are several matters that fall

under our authority, particularly in terms of supervision and permits for the use of district roads and environmental management. Therefore, our current focus is on post-mining reclamation policies, because reclamation in mining areas is important (Interview, June 18, 2025).

Resources here refer to all resources that can be used to support the successful implementation of policies. These resources include human resources, budget, facilities, information, and authority, which are described as follows:

Human Resources

Policies will not be successful without the support of human resources of sufficient quality and quantity. The quality of human resources relates to skills, dedication, professionalism, and competence in their field, while quantity relates to whether there are enough human resources to cover all target groups.

Then, the results of interviews with informants (Deputy Chair of the Regional Representative Council) stated that: in general, the number of resources in each agency to carry out control or supervision in mining activities is sufficient so that any problems arising from these mining activities are handled by each agency in accordance with the problem, such as land acquisition conflicts. so we mediate according to the needs of the community.

Contextually, the interview results concluded that in the implementation of public policy, human resources are sufficient for the activities, and each local government organization has the task and function of providing solutions and mediating issues that arise in the public sphere.

Budgetary;

In policy implementation, the budget relates to the adequacy of capital or investment in a program or policy to ensure the implementation of the policy, because without adequate budgetary support, the policy will not be effective in achieving its objectives. The relevance of this interview to Edward III's theory in Widodo (2010:100) states that "new towns studies suggest that the limited supply of federal incentives was a major contributor to the failure of the program". According to Edward III in Widodo (2010:101), limited budget resources will affect the success of policy implementation. In addition to programs not being able to be implemented optimally, budget constraints cause low disposition among policy makers. In this case, the government is no longer the sole policy maker due to the enactment of Law No. 3 of 2020 on mining.

Facilities

Edward III in Widodo (2010:102) states that facilities or equipment resources are means used for the operationalization of policy implementation, including buildings, land, and facilities, all of which facilitate service delivery in policy implementation.

Based on the results of interviews with informants who revealed that: facilities in the form of infrastructure and facilities in the implementation of policy activities are adequate for us in the office. For example, when we hold meetings with company owners, we prepare a room that is quite effective, and when coordinating with the company in the field, we also have operational vehicles to carry out these activities.

Thus, the interview results illustrate that the condition of facilities and infrastructure is adequate because this is an indicator of success in policy implementation. This is in accordance with Edward III's theory in Widodo (2010:102), which also states that facilities and infrastructure are one of the factors that influence policy implementation.

Information and Authority

Information is also an important factor in policy implementation, especially information that is relevant and sufficient in relation to how to implement a policy. Meanwhile, authority plays an important role, especially in ensuring and guaranteeing that the policies implemented are in line with what is intended.

The results of the interviews indicate that local government information and authority regarding mining permits are no longer located in the regions, since the enactment of Law No. 3 of 2020 on mining. Regional authority is only exercised through media control or supervision when conflicts arise in mining areas, such as agrarian conflicts (land ownership) that clearly have legal validity, which must be properly communicated to the company. Then, there is community control on social media that reports news that is not in accordance with the facts on the ground. In this case, the government searches for the source, maps it, analyzes it, and handles it according to its field.

Disposition;

Overall, in the context of this study, it shows that the attitudes and commitment of policy implementing agents have been carried out in accordance with the provisions of the law and technical guidelines through the blueprint (blueprint) of the community empowerment program, starting from the Environment Agency, Bapperida, the Investment and PTSP Agency, the Nakertrans Agency, Transportation, and the sub-district head, as well as relevant stakeholders as policy implementing agents, have gone directly to the mining area to continue to carry out direct and continuous supervision.

Contextually, this shows that the attitude of policy implementers will greatly influence policy implementation. If implementers have a good attitude, they will be able to implement policies well, as desired by policy makers. Conversely, if their attitude is not supportive, implementation will not be carried out properly. Meanwhile, factors that also contribute to the successful implementation of dispositions in policy implementation consist of: 1) Appointment of implementers. The disposition or attitude of implementers will create real obstacles to policy implementation if the existing personnel do not implement the policies desired by officials. Therefore, the appointment and selection of policy implementers must be people who are dedicated to the established policies, more specifically to the interests of the community. 2) Incentives are one of the recommended techniques to overcome the problem of the attitudes of policy implementers by manipulating incentives. Basically, people act based on their own interests, so manipulating incentives by policymakers influences the actions of policy implementers. In this way, adding certain benefits or costs may be a motivating factor that makes policy implementers carry out orders properly. This is done in an effort to fulfill personal or organizational interests.

Bureaucratic Structure

Based on the results of the author's interviews with informants, they said that: we carry out our duties in accordance with our respective fields, such as myself in the field of industrial relations

and labor protection. That is all we do whenever there are complaints, termination of employment, and other matters related to our field. We need to emphasize that we do not interfere in matters between companies and workers, but if there are complaints, we automatically coordinate with the company to act fairly and in accordance with the provisions of the law. Therefore, our field involves the government, companies, and other institutions. Labor disputes here are resolved through mediation between the laid-off workers and the company that terminated them. When no agreement is reached, they report to us, and we mediate without favoring either party. We strive to resolve the issue without legal proceedings or industrial relations court. (labor court) (interview, May 26, 2025)

However, based on the results of Edward III's research in Winarno (2011:152), it is explained that: SOPs can very likely become an obstacle to the implementation of new policies that require new ways of working or new types of personnel to carry out the policies. Thus, the more a policy requires changes in the usual ways of an organization, the greater the probability that SOPs will hinder implementation.

Implications of government policy and socioeconomic conditions in the mining area of North Konawe Regency

The results of interviews with the chairman of the North Konawe DPRD (Mr. Herman) told the author that: if we talk about the economic impact on the community, I can say that it has had a massive impact because it is marked by the growth and development of many trade services in the mining area, such as boarding house rentals, lodgings, kiosks, small stalls, and so on. However, these businesses have only developed in certain areas, such as Langgikima and Molawe subdistricts. So, in my opinion, the economic development and growth of the community in this mining area is quite good in only two of the 12 subdistricts in North Konawe Regency.

The statement in the interview with the informant confirms that the socio-economic growth of the community in the mining area is generally positive in terms of population growth, but in terms of economy, of the 13 sub-districts in North Konawe, only two sub-districts have experienced sufficient economic growth. Nevertheless, the government is making efforts to improve community welfare through various development programs, including improving basic infrastructure and accessibility to basic needs such as food, clothing, shelter, education, and health care as a result of the presence of mining companies in North Konawe through PPM or CSR programs. Overall, North Konawe Regency, one of the regions with the largest mining area in Southeast Sulawesi, has considerable socioeconomic potential, but continuous efforts are needed to overcome challenges and improve the welfare of the community as a whole.

The implications of government policy in the mining sector should provide employment opportunities and infrastructure, but often this is not enough to promote macro-level community welfare, which faces challenges in the form of ineffective implementation in the field, social conflict, and the impact of environmental damage. Public consultations should provide space and participation for the community, but because they do not involve the entire community, those who attend public consultations sometimes do not understand the substance because the community's perception of mining has long been guided by pragmatic considerations, and rarely are the community's perceptions guided by substantive issues such as environmental management and its impacts, more realistic

community empowerment, and sustainable community economic productivity. Instead, the focus is on land acquisition, which is pragmatic and can be resolved quickly.

Substantially, post-mining reclamation needs to be carried out sustainably in order to promote inclusive economic growth by integrating policies, namely measured reclamation, increased royalties, increased local capacity, transparent systems and governance, and synergy in economic transformation and legal mining operations.

The results of interviews with key informants, in this case the Chairman of the Regional Representative Council, Mr. Herman, also confirmed that in North Konawe, nickel mining downstreaming has not been fully successful. Although there are several nickel downstreaming projects underway, such as the construction of a smelter and industrial area, their realization still faces various obstacles and challenges and has not yet fully delivered the expected positive impact. The challenges are environmental, social, and economic in nature. There are community concerns regarding environmental pollution, forest destruction, health hazards, and social conflicts. There are also concerns that nickel downstreaming has not been able to significantly improve the welfare of the local community.

The socioeconomic growth of communities surrounding mining areas is inseparable from the Community Development and Empowerment Program (PPM) of Southeast Sulawesi Province. PPM is a form of maximizing corporate social responsibility (CSR), particularly for affected communities. The direction of programs and activities for socio-economic growth development stems from the provincial-level PPM as regulated by Governor Regulation No. 704 of 2019 concerning the Blueprint for Community Development and Empowerment in the Mineral and Coal Mining Sector in Southeast Sulawesi Province for 2019-2023.

In general, Community Development and Empowerment (PPM) affected by mining activities in Southeast Sulawesi began with five important issues as the main objectives to be achieved, namely increasing the Human Development Index (HDI), economic development until post-mining, socio-cultural and environmental development, community institutional development, and infrastructure development. The five main points of the above strategy were then translated into strategic programs at the North Konawe Regency level in nine (9) program areas, namely education, health, purchasing power, economic independence, socio-culture, environment, community institutions, infrastructure, and information and technology. The development of the socio-economic growth of the communities around the mines in North Konawe Regency is considered important and urgent because the mining areas (IUP license holders) are spread across 12 of the 13 sub-districts in North Konawe Regency. The area covered by IUP licenses is around 28% of the total area of the regency. This means that mining activities have a very strong influence on socio-economic activities.

Ironically, mining and quarrying have not been able to provide significant benefits to the economy of North Konawe Regency. According to GRDP data for 2020-2024, this sector is not the basis of the economy and does not have a comparative advantage in the regional economic structure. In fact, its contribution is still below that of Agriculture, Forestry, and Fisheries; and Health Services and Social Activities. Referring to the provincial PPM strategy and the important position of the Mining and Quarrying sector in North Konawe Regency, there needs to be a specific strategy and operational guidelines for the implementation of socio-economic development and growth. This strategy must begin with five pillars, namely: 1) Human resource development; 2) Economic development; 3)

Social, cultural, and environmental development; 4) Development of local/indigenous community institutions; and 5) Village infrastructure development. In accordance with the factual conditions of the socioeconomic aspects of the communities surrounding the mine, as discussed in the previous chapter, several important issues or problems were identified that formed the basis for formulating priority activity guidelines at the technical level. There are six (6) aspects and 13 sub-aspects that are important issues in the development of the socioeconomic growth of the communities surrounding the mine. The six aspects are: 1) Population, 2) Education, 3) Health, 4) Housing, 5) Environment (Sanitation), and 6) Welfare. These six important issues give rise to the formulation of activities, targets or locations that become the focus (locus), including those related to the provision of employment, human resource development, educational facilities and infrastructure, business training and development, business capital assistance, health workers, health facilities, housing assistance and home renovation, and the provision of toilets.

CONCLUSION

1. This study shows that the tripartite communication process, namely a communication forum involving three parties, namely: the government, companies and workers/labor unions in the context of industrial relations to resolve issues. The resources in each OPD are adequate, and the attitudes and commitment of the policy implementing agents have been carried out in accordance with the provisions of the law and technical guidelines through the blueprint (blueprint) for community empowerment programs, starting from the Environment Agency, Bapperida, the Investment and PTSP Agency, the Nakertrans Agency, Transportation, and the sub-district head, as well as relevant stakeholders as policy implementing agents, go directly to the mining area to continue to carry out direct and continuous supervision. The authority of local governments regarding mining permits is no longer at the local level, since the enactment of Law No. 3 of 2020 concerning mining. Local authorities only have the authority to control or supervise when conflicts arise in mining areas and so on.
2. The implications of government policies on the socioeconomic growth of the community in North Konawe, where the presence of mining should provide employment and infrastructure, but is not sufficient to promote the macro level of community welfare, with challenges in the form of ineffective implementation in the field, social conflict, and the impact of environmental damage. Public consultations can provide space and participation for the community, but because they do not involve the entire community, those who attend public consultations sometimes do not understand the substance because the community's perception of mining has long been guided towards pragmatism, and the community's perception is actually guided towards substance, such as environmental management and its impacts, more realistic community empowerment, and sustainable community economic productivity. Rather than land acquisition, which is pragmatic and quickly resolved.

Recommendations

- 1) There is a need to strengthen supervision and institutional capacity in relation to regulations and the fulfillment of sustainable human development indices. Post-mining reclamation supervision should be carried out regularly to ensure that reclamation activities are proceeding according to

plan and achieving the expected objectives. Supervision and mediation should also be provided in relation to social conflicts between companies and workers/labor unions.

- 2) It is hoped that the government will be more proactive in providing assistance and understanding to affected communities through public consultations and massive post-mining reclamation so that the community is guided towards substantive matters and concerns about environmental, social, and economic impacts can be resolved.

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